



Cardiff Council - November 2021

## Cardiff Replacement LDP

Options for housing and jobs growth and possible ways of providing for growths

## CONSULTATION PAPER

Mae'r ddogfen hon ar gael yn Gymraeg/  
This document is available in Welsh



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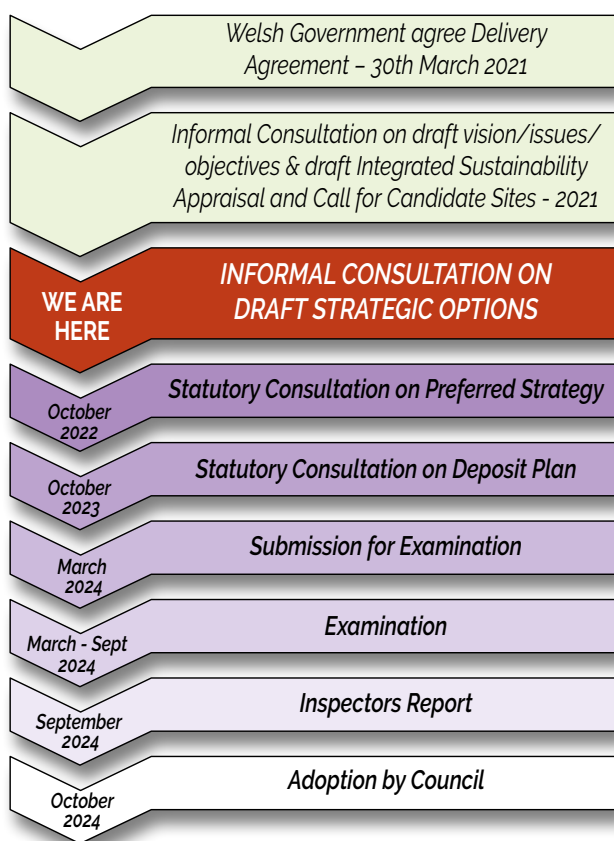


# Introduction

***We are preparing a new Local Development Plan (LDP) for Cardiff to replace the existing LDP. The new plan will be called the Cardiff Replacement Local Development Plan (LDP).***

The Replacement LDP will help shape Cardiff for the next 15 years to 2036 ensuring the right development happens in the right place at the right time, benefitting communities and the economy and setting out which areas need to be protected.

There are many stages in preparing a Local Development Plan as set out below.



The LDP will establish the appropriate level of growth for Cardiff over the plan period 2021 - 2036. It will also identify the development sites that will be required to accommodate the agreed level of growth. As part of the preparation of the plan, the Council would like your views on options for future levels of growth and how this could be delivered. At this stage in the process, your views will help us to prepare a draft plan called the Preferred Strategy.

You will have the chance to comment on the Preferred Strategy in autumn 2022 after it has been approved by the Council.

We would like to have your views on the following two topics:

1. Future levels of housing and jobs growth for Cardiff.
2. Possible ways of providing for growth.

***You can make comments at any time during the consultation period running from 30th November 2021 to 8th February 2022.***

You can find out more about the consultation and make your views known in different ways:

- Attend one of the face to face drop in events taking place during the consultation period
- Visit our Virtual Consultation Room at [www.cardiffldp.co.uk](http://www.cardiffldp.co.uk) and complete the online survey
- By e-mail to: [LDP@cardiff.gov.uk](mailto:LDP@cardiff.gov.uk)
- By post to: Cardiff LDP Team, Room 206, County Hall, Cardiff, CF10 4UW.

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# 1. Options for future levels of housing and jobs growth

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## ***The new plan needs to make provision for growth in new homes and jobs in the city for the next fifteen years to 2036.***

Growth can help with the following:

- To meet the need for new homes generated by the natural population growth within the city;
- To meet the urgent and evidenced need for new affordable housing for people experiencing homelessness and people on the Council's waiting list; and
- To meet the need for new homes generated by people moving into the city to live and work
- To meet the economic aspirations of the city as an economic driver for the South East Wales Region;
- To provide jobs to meet the increase in population of the city over the next fifteen years; and
- To reduce unemployment and tackle the inequalities across the city.

This section of the consultation presents three options for growth to meet these needs. For each option a figure is given for both the number of new homes and the anticipated number of new jobs over the plan period as shown in Table 1.

Welsh Government guidance requires the Council to consult on different strategic options and also requires us to use their local authority household projection figures as the starting point for assessing future requirements.

The latest (2018) Welsh Government population and household projections based on past rates suggest that about 900 homes per year are needed for the lifetime of the plan. However, these figures are based on the last 10 years when we have seen an under provision of houses to meet our housing needs.

Cardiff is considered by Welsh Government to be a National Growth Area in Future Wales. Future Wales also recognises that Cardiff is set to remain the primary settlement in the region, its growth shaped by strong housing and employment markets.

The options outlined are to aid debate and allow people to consider different levels of growth in jobs and homes.

Option A is what we consider to be a baseline position, generally continuing with recent growth levels, whereas Option B and C look at providing more homes and associated affordable housing.

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We believe the city needs higher employment and economic growth, and this has been backed in recent years by public and private sector investment. Again Option A, provides what we consider to be a baseline scenario in terms of job growth, whereas Option B and C look at higher jobs levels.

To help you develop your views, some additional information has been provided on the level and nature of new homes required for each of the three growth options (see Table 2) and on the historical rate of construction of new homes in the city (see Table 3).

It should be noted that further work will be undertaken to assess the most up to date and appropriate figures to use as work on the LDP progresses.

As can be seen from table 1 the landbank for dwellings with planning permission or awaiting the signing of a legal agreement is significant with approximately 15,400 homes.

This landbank comprises a significant number of greenfield sites allocated in the current adopted LDP and yet to be built.

These commitments benefiting from planning permission, but yet to be built will be taken forward into the new plan and will form a significant element of the new housing provision for the replacement LDP.

Finally, please note, that the final chosen option put forward in the Preferred Strategy may be one of the three options presented in this document or a different figure considered appropriate following views given in this consultation process and further analysis.

Please provide your views on the options for growth by completing the on-line survey at [www.cardiffldp.co.uk](http://www.cardiffldp.co.uk) or sending your comments to [LDP@cardiff.gov.uk](mailto:LDP@cardiff.gov.uk)



Table 1: Growth Options

	Description	Rationale for Option
OPTION A	<p><b>About 19,000 new homes in total (Residual requirement for additional 2,140 new homes)</b></p> <p><b>About 30,000 new jobs in total</b></p> <p>After taking account of homes that can reasonably expect to come forward over the plan period to deliver this option the plan must find sites for an additional 2,140 new homes.</p> <p>This equates to:</p> <p><b>1,267 homes per annum for the plan period (2021 to 2036)</b></p>	<p>This is based on the Council's target for economic growth over the plan period to 2036.</p> <p>Models the population impact of an average annual employment growth of +1,600 per year over the plan period.</p> <p>They assume a net migration of 740 people per annum.</p> <p>Delivers Council's economic aspirations.</p>
OPTION B	<p><b>About 24,000 new homes in total (Residual requirement for additional 7,640 new homes)</b></p> <p><b>About 32,300 new jobs in total</b></p> <p>After taking account of homes that can reasonably expect to come forward over the plan period to deliver this option the plan must find sites for an additional 7,640 new homes.</p> <p>This equates to:</p> <p><b>1,600 homes per annum for the plan period (2021 to 2036)</b></p>	<p>Policy based dwelling led option.</p> <p>Models the population impact of an average annual dwelling growth of +1,600 dwellings per annum over the plan period.</p> <p>In general conformity with the Future Wales National Growth Area objectives relating to housing and jobs growth.</p> <p>Delivers Council's economic aspirations.</p> <p>Delivers additional affordable housing to meet evidenced needs. There are currently 7,770 applicants on the housing waiting list, including 514 which are homeless.</p> <p>Could deliver the regeneration of mixed-use areas within the city.</p>
OPTION C	<p><b>About 30,500 new homes in total (Residual requirement for additional 14,790 new homes)</b></p> <p><b>About 43,000 new jobs in total</b></p> <p>After taking account of homes that can reasonably expect to come forward over the plan period to deliver this option the plan must find sites for an additional 14,790 new homes.</p> <p>This equates to:</p> <p><b>2,033 homes per annum for the plan period (2021 to 2036)</b></p>	<p>Based on 2014 population and household projection figures and equivalent to growth levels contained in adopted LDP.</p> <p>These projections use historical population data for the period 2001 to 2014.</p> <p>In general conformity with Future Wales National Growth Area objectives relating to housing and jobs growth.</p> <p>Delivers Council's economic aspirations</p> <p>Delivers additional affordable housing to meet evidenced needs. There are currently 7,770 applicants on the housing waiting list, including 514 which are homeless.</p> <p>Could deliver the regeneration of mixed-use areas within the city.</p> <p>Provides a greater range of choice and supply of housing sites.</p>

**Table 2: Explanation of new home requirement for each option**

<b>Known housing supply</b>		<b>Number of Homes</b>
<b>1</b>	<b>Homes currently under construction</b> Homes under construction as at 1st April 2021	<b>2,196</b>
<b>2</b>	<b>The "Land Bank"</b> Homes with planning consent or awaiting the signing of a legal agreement as at 1st April 2021 (see adjustment in row 7)	<b>13,185</b>
<b>3</b>	<b>Sub division of existing dwellings</b> The figure is calculated by applying the past 10 year rate (i.e. 106 between 2011/12 to 2020/21) to the 15 year plan period	<b>159</b>
<b>4</b>	<b>Windfall Sites emerging</b> Land which may be developed in future years but not allocated in the plan. The figure is based on 70% of the past 10 year rate (2011/12 to 2020/21)	<b>6,581</b>
<b>Housing lost over the plan period</b>		<b>Number of Homes</b>
<b>5</b>	<b>Change of Use to other uses</b> Change of use of homes to other uses for other uses. The figure is calculated by applying the past 10 year rate (i.e. 39 between 2011/12 to 2020/21) to the 15 year plan period.	<b>-59</b>
<b>6</b>	<b>Demolished homes</b> Demolished homes. The figure is calculated by applying the past 10 year rate (i.e. 443 between 2011/12 to 2020/21) to the 15 year plan period	<b>-665</b>
<b>7</b>	<b>Adjustment</b> It is unlikely that all the homes with planning permission and subject to legal agreement will be built due to constraints and viability considerations. The figure is an approximate figure based on 20% reduction of homes contained in the landbank (i.e. 20% reduction of row 2).	<b>-2,637</b>
<b>Total number of homes provided through the above means</b>		<b>18,760</b>
<b>Residual requirement for Option A</b> (19,000 Homes plus 10% flexibility allowance (1,900) minus 18,760 provided through the above means = 2,140)		<b>2,140</b>
<b>Residual requirement for Option B</b> (24,000 Homes plus 10% flexibility allowance minus 18,760 provided through the above means = 7,640)		<b>7,640</b>
<b>Residual requirement for Option C</b> (30,500 Homes plus 10% flexibility allowance (3,050) minus 18,760 provided through the above means = 14,790)		<b>14,790</b>

**Table 3: Past house building completion rate for Cardiff**

<b>Period of time</b>	<b>Average homes built per annum</b>
Past 5 year (2016 to 2021)	<b>1,044</b>
Past 10 year (2011 to 2021)	<b>832</b>
Past 15 year (2006 to 2021)	<b>1,070</b>
1981 to 1991	<b>1,412</b>
1991 to 2001	<b>1,122</b>
2001 to 2011	<b>1,776</b>
2011 to 2021	<b>832</b>
Past two year (2019/21)	<b>1,103</b>
Highest ever year (2006/07)	<b>2,368</b>



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## 2. Possible ways in principle of providing for growth

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***This section of the consultation considers different ways in which growth could be provided.***

The previous panels set out proposed options for levels of growth for houses and jobs in Cardiff to meet identified need. As shown in Table 2 there is a significant number of commitments including greenfield sites allocated in the current adopted LDP that are yet to be built.

As these sites are commitments and benefit from planning permission they are taken forward into the new plan, although yet to be built, they form a significant element of the new housing provision for the Replacement LDP. Table 2 sets out the remaining need for each of the growth options.

It is the remaining housing need which then needs to be accommodated in the city.

As we continue to gather evidence to inform the preparation of the Preferred Strategy, we are seeking views on the different ways the proposed levels of growth set out in the previous section could be accommodated and where new development in principle, could be located in Cardiff but we are not looking at site specifics.

At this stage no decisions have been made about where future new homes and jobs should be located. It is therefore important that as many people as possible have their say to ensure that their views are taken into account when decisions are made.

To help discussion set out below are 8 possible ways of providing for the remaining housing growth that could be considered as part of the development strategy for Cardiff. To aid understanding, commentary is provided for each option with general considerations.

All options seek

- to support Cardiff as a key driver for growth, as part of a Strategic Growth Areas as set out in Future Wales;
  - focus on sustainable development and the place making principles;
  - Align with the One Planet Cardiff approach – to decarbonise the city and become a Carbon Neutral City by 2030, whilst creating economic opportunities and promoting social well-being.
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### ***Option 1: Further Extension of existing Strategic Site Commitments***

- Growth and development focused on growth around existing Strategic Housing Sites identified in the adopted Local Development which were previously determined to be the most sustainable location for strategic scale growth. Further assessment would be required to identify the scale of growth possible in specific locations;
- Adds to the existing pattern of development and planned infrastructure investment such as public transport improvements and new school provision;
- Due to the lower costs associated with developing greenfield sites would deliver more affordable housing to meet the need of families on the housing waiting list and those identifying themselves as homeless;
- Provides a greater range and choice of housing sites and types.

### ***Option 2: Urban Intensification based on a brownfield only strategy***

- Growth and development focused within the settlement boundary maximising the capacity of the urban area and encouraging higher densities in appropriate locations;
- Protects greenfield areas outside the settlement boundary;
- Due to the costs associated with remediating brownfield sites could deliver less affordable housing to meet the need of families on the housing waiting list and those identifying themselves as homeless;
- Less range and choice of housing sites and types;

- Would help secure brownfield development;
- Would need to ensure that green infrastructure and related corridors are protected;
- Enhances sustainable transport and builds on existing infrastructure.

### ***Option 3: Renewal and regeneration based on brownfield mixed use sites***

- As with Option 2 strong focus on growth and development within the settlement boundary maximising the capacity of the urban area and encouraging higher densities in appropriate locations but directed to supporting the regeneration of mixed-use brownfield sites and renewal projects;
- Supports areas where urban renewal, intensification or opportunities for brownfield redevelopment can be supported by public transport improvement such as new railway stations;
- Enhances sustainable transport and builds on existing infrastructure;
- Supports a mixed economy by balancing jobs and housing growth;
- Protects greenfield areas outside the settlement boundary;
- Due to the costs associated with remediating brownfield sites could deliver less affordable housing to meet the need of families on the housing waiting list and those identifying themselves as homeless;
- Less range and choice of housing sites and types;
- Would help secure brownfield development and regeneration.

### ***Option 4: Growth based around district and local centres in line with the city of villages concept***

- As with Option 2 but the focus is on the existing network of district and local centres providing a more mixed use, walkable and sustainable city;
- Supports the provision of 20-minute neighbourhoods;
- Supports strengthened community services and facilities in the most accessible locations/ strengthening the existing role of district and local centres /city of villages;
- Enhances sustainable transport and builds on existing infrastructure;
- Protects greenfield areas outside the settlement boundary;
- Due to the costs associated with remediating brownfield sites could deliver less affordable housing to meet the need of families on the housing waiting list and those identifying themselves as homeless;
- Less range and choice of housing sites and types;
- Would help secure brownfield development and regeneration.

### ***Option 5: Growth based around transport nodes***

- As with Option 2 but focus development in areas with good public transport links/ facilities;
- The emphasis is on the existing public transport network and securing development that is well placed to meet the needs of existing and future communities to be well connected to a sustainable travel network;
- Supports areas where urban renewal, intensification or opportunities for brownfield redevelopment can be supported by public transport improvement such as new railway stations;
- Protects greenfield areas outside the settlement boundary;
- Due to the costs associated with remediating brownfield sites could deliver less affordable housing to meet the need of families on the housing waiting list and those identifying themselves as homeless;
- Less range and choice of housing sites and types;
- Would help secure brownfield development and regeneration.



### ***Option 6: Strategic public transit growth corridors***

- Growth and development focused on greenfield sites along new public transit corridors;
- Supports the delivery of public transport improvements such as new rail links and railway stations;
- Enhances sustainable transport and builds on existing infrastructure;
- Due to the lower costs associated with developing greenfield sites could deliver more affordable housing to meet the need of families on the housing waiting list and those identifying themselves as homeless;
- Provides a greater range and choice of housing sites and types.

### ***Option 7: Dispersed Greenfield growth areas***

- Growth and development focused outside the settlement boundary on a range of dispersed greenfield growth areas;
- Due to the lower costs associated with developing greenfield sites would deliver more affordable housing to meet the need of families on the housing waiting list and those identifying themselves as homeless;
- Provides a greater range and choice of housing sites and types.

### ***Option 8: Dispersed combination of brownfield and greenfield***

- Growth and development focused on a range of dispersed brownfield and greenfield growth areas within and outside the settlement boundary;
- Would result in the loss of less greenfield areas;
- Due to the lower costs associated with developing greenfield sites could deliver more affordable housing than a brownfield only strategy and help meet the need of families on the housing waiting list and those identifying themselves as homeless;
- Provides a greater range and choice of housing sites and types.

At this stage in the preparation of the replacement LDP all the options are being presented as potential options to aid debate rather than preferred options.

The preferred strategy could include elements of a number of options presented in this consultation which, when combined could most effectively deliver the required housing and jobs growth.

Further technical work will be undertaken on the spatial options before the preferred spatial options are agreed. Your feedback from this consultation and the further technical work will help to inform the preparation of the Preferred Strategy which will be consulted on in Autumn 2022.

Please provide your views on the options for growth by completing the on-line survey at [www.cardiffldp.co.uk](http://www.cardiffldp.co.uk) or sending your comments to [LDP@cardiff.gov.uk](mailto:LDP@cardiff.gov.uk)

